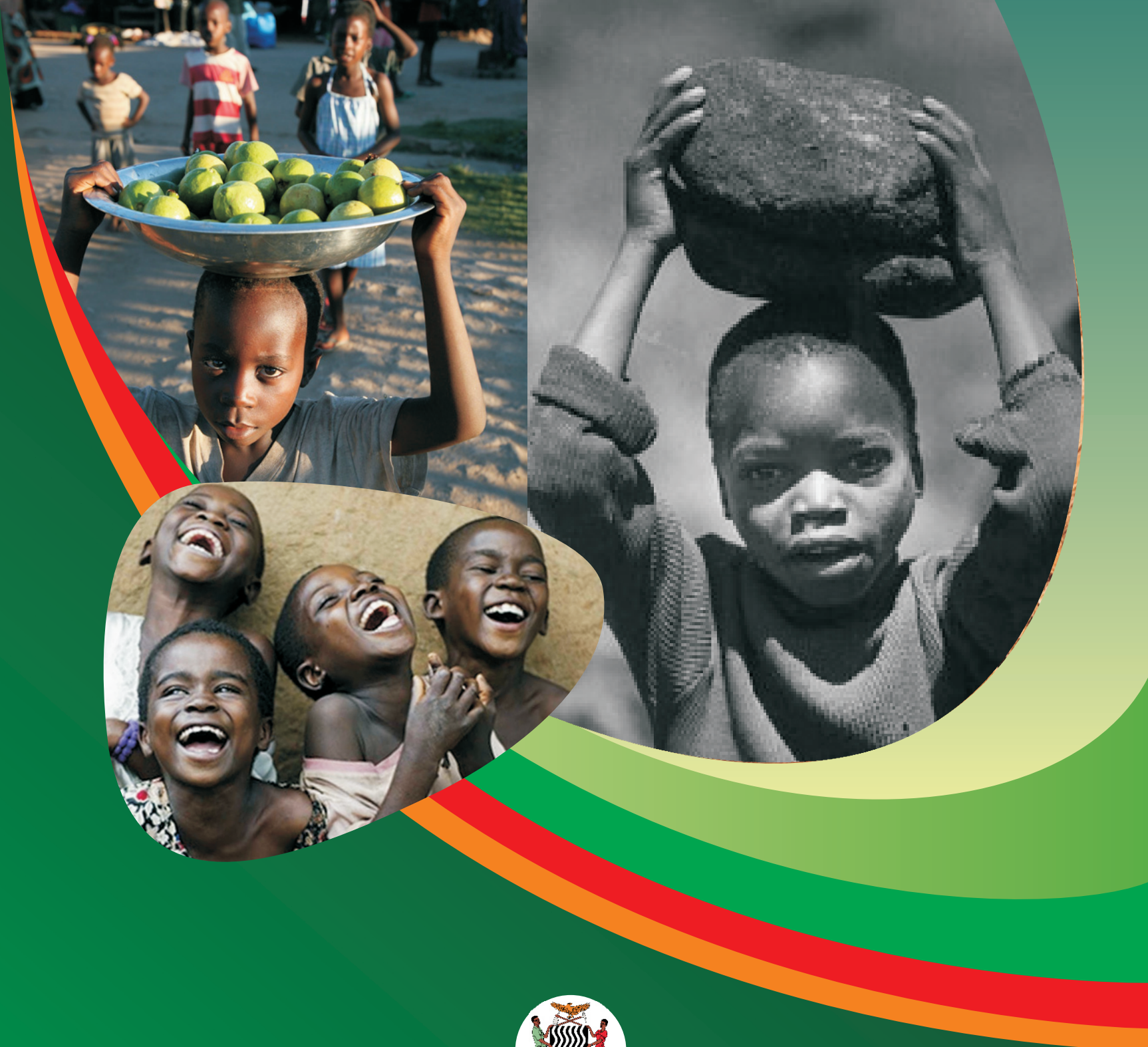




REPUBLIC OF ZAMBIA
MINISTRY OF LABOUR AND SOCIAL SECURITY

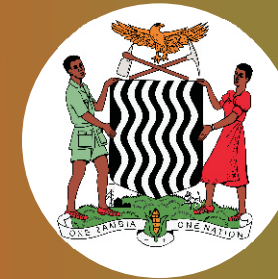
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REPUBLIC OF ZAMBIA
MINISTRY OF LABOUR AND SOCIAL SECURITY



NATIONAL ACTION PLAN FOR THE ELIMINATION OF THE WORST FORMS OF CHILD LABOUR 2020-2025

PRODUCED WITH SUPPORT FROM THE INTERNATIONAL LABOUR ORGANIZATION



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LIST OF ACRONYMS

7NDP	Seventh National Development Plan 2017 - 2021
ACPF	African Child Policy Forum
ACRWC	African Charter on the Rights and Welfare of the Child 1990
CDF	Constituency Development Fund
CEEC	Citizens Economic Empowerment Commission
CFI	Child-Friendliness Index
CL	Child Labour
CLMS	Child Labour Monitoring System
CLNSC	Child Labour National Steering Committee
COVID-19	Corona virus 2019
CSO	Central Statistical Agency (now Zambia Statistical Agency)
CWACs	Community Welfare Assistance Committees
DACO	District Agricultural Coordinating Officer
DCLC(s)	District Child Labour Committee(s)
DCPC(s)	District Child Protection Committee(s)
DEBS	District Education Board Secretary
DHS/ZDHS	Zambia Demographic and Health Survey
ECE	Early Childhood Education
EFA	Education for All
FAO	Food and Agricultural Organization of the United Nations
FBOs	Faith-based organizations
FISP	Farmers' Inputs Support Program
FSP	Food Security Pack
GDP	Gross Domestic Product
GRZ	The Government of the Republic of Zambia
IABA	Integrated Area Based Approach
ICF	ICF Program, University of Maryland
ICT	Information communications technologies
IDA	International Development Association (part of the World Bank)
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration (United Nations Migration)
K	Zambian kwacha
LCMS	Living Conditions Monitoring Survey
LFS	Labour Force Survey
M&E	Monitoring and Evaluation
MCDSS	Ministry of Community Development and Social Services
MCTI	Ministry of Commerce, Trade and Industry
MFA	Ministry of Foreign Affairs
MIBS	Ministry of Information and Broadcasting Services
MLSS	Ministry of Labour and Social Security
MNDP	Ministry of National Development Planning
MOF/MoF	Ministry of Finance

MOGE/MoGE	Ministry of General Education
MOHE	Ministry of Higher Education
MOH/MoH	Ministry of Health
MOHA/ MoHA	Ministry of Home Affairs
MOJ/ MoJ	Ministry of Justice
MSME(s)	Micro, Small and Medium Enterprise(s)
MTEF	Medium-Term Expenditure Framework
MYSCD	Ministry of Youth, Sport and Child Development
NAP I	First National Action Plan on the Elimination of the Worst Forms of Child Labour 2010 – 2015
NAP II	Second National Action Plan on the Elimination of the Worst Forms of Child Labour 2020 – 2025
NAZ	National Assembly of Zambia (Parliament)
NCCC	National Coordinating Council for Children
NCLP	National Child Labour Policy
NELMP	National Employment and Labour Market Policy
NGO(s)	Non-Governmental Organization(s)
NRM	National Referral Mechanism
OBB	Output-based budget
OVC	Orphans and Vulnerable Children
PSMDC	Public Service Management Division (Cabinet Office)
PTA	Parent-Teachers Association
PWAS	Public Welfare Assistance Scheme
SADC	Southern Africa Development Community
SCT	Social Cash Transfer Program
SDG(s)	Sustainable Development Goal(s)
SFP	School Feeding Program
SMEs	Small and Medium Enterprise(s)
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
UNCRC/CRC	United Nations Convention on the Rights of the Child 1989
UNDP	United Nations Development Programme
UNESCO	United Nations Education and Scientific Organization
UNICEF	United Nations Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
US\$	United States dollar
USAID	United States Agency for International Development
WEP	Women Empowerment Program
WFCL	Worst Forms of Child Labour
YWCA	Young Women Christian Organization
ZCLSR	Zambia Child Labour Survey Report 2018
ZDA	Zambia Development Agency
ZMW	Rebased Zambian Kwacha
ZP	Zambia Police
ZSA	Zambia Statistical Agency (formerly the Central Statistical Office)

FOREWORD



World-over, children are being exploited through child labour. It is estimated that 200 million children are involved in Worst Forms of Child Labour (WFCL). WFCL constitute exploitation and gross violations of human rights for boys and girls, with detrimental physical, emotional and mental consequences to the child. Exploitation and gross violation of human rights takes place at household level, community level, and institutional level and in enterprises.

Macroeconomic level findings show that WFCL have the potential to slow down long run economic development of a country through reduced human capital and unskilled labour force in the labour market. At micro level, though child labour appears to be a temporal source of household income, it perpetuates household poverty as children sent to work do not acquire sufficient human capital, sufficient education and skills to sustain their future livelihood.

Children in Zambia have been engaged in WFCL both in rural and urban area. The most prominent sectors include is the agriculture sector, the mining/quarrying sector (small scale and artisanal mining) and vending along highways. The Government of the Republic of Zambia has ratified and domesticated the International Labour Standards (ILS) i.e. the Convention No. 138 on minimum age and convention no. 182 on the worst forms on child labour. The Ministry of Labour and Social Security, in line with the international labour standards, has made important commitments to combat child labour by putting in place laws and policies such as the Employment of Young Persons and Children Cap 274 of the Laws of Zambia as amended by Act Number 10 of 2004 and the Employment Code Act No.3 of 2019 which prohibit the employment of any person under the age of 15. The country also has in place the National Child Labour Policy, the National Employment and Labour Market Policy, National Child Policy, the Child Welfare Policy and Youth Policy.

Despite these important strides aimed at eliminating WFCL, the prevalence of child labour in Zambia remains high in the rural and peri-urban areas due to high levels of poverty. This situation has now been worsened with the advent of the coronavirus (COVID-19). It has been established that due to COVID – 19 many small and medium scale enterprises have lost income, while large scale companies have adopted a strategy to reduce workers in their places of work. At household level family breadwinners have incurred reduced income or have lost employment as a consequence of measures put in place to contain and control the spread of the pandemic.

In an effort to strengthen and guide the fight against child labour, the Ministry of Labour and Social Security, with financial and technical support from the International Labour Organization (ILO), Lusaka country Office and other stakeholders, has developed consecutive National Action Plans against Child Labour. The National Action Plans have been aligned to the existing strategies contained in national development plans namely the Revised Sixth National Development Plan of 2012-2016 as well as the 7th National Development Plan 2017-2021 (7NDP).

The National Action Plan for the Elimination of Worst Forms of Child Labour 2020 - 2025 has been designed for use in the prevention and responses to Worst Forms of Child Labour (WFCL) in Zambia. The Ministry of Labour and Social Security, through this NAP, aims at strengthening prevention efforts and responses to WFCL by addressing socioeconomic issues at the households' and community levels, as well as in institutions and enterprises. Besides being mandated with the power to prevent and influence responses against WFCL, the Ministry of Labour and Social Security will play a stewardship role in coordinating various players in the fight against the WFCL by ensuring that mainstreaming and designing policies, legislations and procedures that provide for mandated responses by both designated state agencies and the non-state actors are harmonised. Accordingly the NAP II 2020 -2025 is intended for all stakeholders, including the WFCL target group i.e. children under the age of 18.

It is therefore my wish that all actors deploy all their resources aimed at combating child labour by Collaboratively aligning their programmes to this action plan; where no parallel strategies will be implemented besides those contained in the NAP II (2020 – 2025).



Honourable Joyce Nonde Simukoko, MP.
Minister of Labour and Social Security

ACKNOWLEDGEMENT



The development of the National Action Plan (NAP II) against Child Labour 2020 – 2025 took a consultative process where stakeholders involved in the prevention and responses to eliminate worst forms of child labour in Zambia were adequately consulted.

The Ministry of Labour and Social Security expresses immense indebtedness and gratitude to the International Labour Organisation (ILO) Lusaka Country Office for financial and technical support. In this regard, the Ministry of Labour and Social Security wishes to thank in a special way, Dr George Okutho, Country Director of the ILO Country Office for his personal devotion to the fight against Child Labour. We also thank the ILO Child Labour Project Manager, Ms Wangui Irimu, ILO Child Labour Project Coordinator, Mr John Suzyo Banda, ILO Senior Programme Assistant, Mr. Gerald Tembo and Dr Mushiba Nyamazana, the Consultant who dedicated his time and expertise for the timely completion of the NAP.

We would like to thank all Government line Ministries and Departments as well as Non – State Organisations who played an active role in the development of the NAP II 2020-2025.

I also wish to acknowledge the devotion and strong commitment from the staff in the Ministry of Labour and Social Security who coordinated the process of developing the NAP II.

A handwritten signature in blue ink, consisting of stylized, overlapping loops and a long horizontal stroke extending to the right.

Chanda Kaziya
Permanent Secretary
Ministry of Labour and Social Security

Message from the ILO Director



I am delighted to see that consultative works on the development of the National Action Plan (NAP II) on the Elimination of Child Labour have culminated into this NAP II Document which will guide stakeholders in Zambia on how to tackle child labour. This does not mark the end of the work but the beginning of real work of implementing the action plan.

Addressing child labour contributes to the achievement of the Sustainable Development Goals (SDGs). **Specifically the SDG no 8 indicator 8.7 requires countries to among other things: "...to secure the prohibition and elimination of the worst forms of child labour...By 2025."** To show commitment in achieving this result, the UN General Assembly has **declared 2021 as the International Year for the Elimination of Child Labour**. This declaration will be a great help in focusing attention on the millions of girls and boys still toiling in the fields, in the mines, in factories, in domestic service and in other work places. Child labour is a major developmental challenge with about 152 million (as of 2016) children globally involved in child labour. In Zambia, the 2018 Child Labour Survey estimated about 950,000 child labourers. In the spirit of the SDGs we must ensure that the children affected by child labour are **not left behind**, they must be withdrawn and supported to attain their dreams.

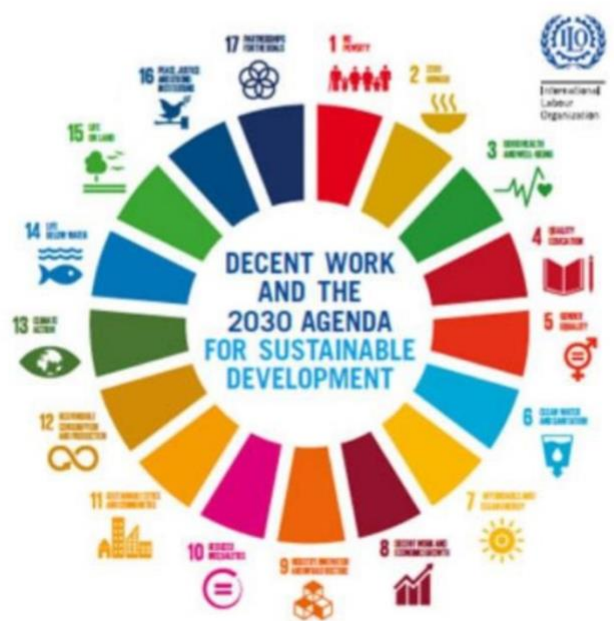
The world today is affected by the Corona Virus (COVID - 19) Pandemic. The pandemic has not spared the children. Schools have closed and children sent home, some of the parents have lost jobs. This situation exposes children to the risk of being sent into child labour to supplement the family income. It is my hope that through implementing this NAP II, children will be protected from child labour, they will be sent back

to schools once schools open and that they will remain in schools working on their dreams.

The ILO supported the Government of Zambia through the Ministry of Labour and Social Security establish an effective Child Labour Monitoring System (CLMS). Through this monitoring and reporting mechanisms the country will be able to collect data on child labourers and use it for planning and reporting purposes. The overall objective of a child labour monitoring system is to ensure that there is routine monitoring and that children engaged in all forms of child labour are identified, withdrawn and integrated in schools and training institutions. This is in line with ILO's mandate of ensuring that children are safe from exploitation and young workers are safe from hazards at work. It is my hope that this Monitoring system will be fully utilised in the implementation of the National Action Plan so that there is up-to-date information for decision making at all levels. In conclusion, I wish to implore the Government, Employers, Workers, The District Child Labour Committees and all key stakeholders to ensure that this National Action Plan is fully implemented and monitored to produce results.

A handwritten signature in black ink, appearing to read 'George Okutho'.

George Okutho
Director, International Labour Organisation.



1.0 INTRODUCTION AND BACKGROUND

In line with her responsibility as a signatory to international child rights Conventions and agendas, Zambia has adopted some child protection policies, laws and programmes to eliminate child labour in the country. Over the past fifteen years, Zambia has formulated a Child Policy; Child Labour Policy; and a Social Protection Policy to provide social protection floors for the vulnerable members of society. Some of the international child rights instruments Zambia has signed up to include:

- The United Nations Convention on the Rights of the Child (UNCRC, 1989) – ratified on 6 December 1991.
- The African Charter on the Rights and Welfare of the Child (ACRWC, 1990) – ratified on 2 December 2008.
- The International Labour Organization Convention 138 (1973) on the Minimum Age of Employment – ratified on 9 February 1976.
- The International Labour Organization Convention 182 (1999) on the Elimination of the Worst Forms of Child Labour – ratified on 10 December 2001.
- The 2030 Agenda for Sustainable Development (i.e. Sustainable Development Goals) to which Zambia signed to in 2015. The 2030 Agenda for Sustainable Development included Target 8.7 that requires governments to ¹

Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.

Zambia has domesticated some of the provisions of the above Conventions on child rights protection in her legislative framework. For example, the 2016 Zambian Constitution Amendment Act adopted the UNCRC's definition of a child as any person up to the age of 18. The Employment Code Act of 2019 has domesticated the provisions of ILO Convention 138 on the minimum age of employment (i.e. 15 years of age) and Convention 182 on the elimination of the worst forms of child labour.² On the other hand, the Seventh National Development Plan (7NDP) 2017 – 2021 adopted a holistic approach to development with a view to contribute to Zambia's attainment of the Vision 2030 and the Sustainable Development Agenda 2030, respectively.

The Zambian Government acknowledges the responsibilities imposed by the UNCRC on governments to observe children rights in their entirety without any discrimination. The resources constraints notwithstanding, the various child rights protection statutes and policies that Zambia has adopted since signing the above conventions seek to promote the best interests of the child. The first National Action Plan on the elimination of the worst forms of child labour in Zambia 2010 – 2015 (NAP I), acknowledged that Zambia should do more to

¹ Adapted from ILO, Alliance 8.7, *Regional Factsheet for Africa: 2017 Global Estimates of Modern Slavery and Child Labour*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_597869.pdf. Accessed 1 February 2020.

² Statutory Instrument 121 of 2013 on the *Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order 2013*, defines light work and hazardous types of work that any young child of less than 15 years should not be engaged in.

close the gap between her child rights international commitments and her actions and practices.³

For a country where children and youths dominate the population structure, the urgency for Zambia to implement effective measures to eliminate child labour (especially in its worst forms) cannot be overemphasized. For example, the Zambia 2018 Labour Force Survey (LFS 2018) population estimates show a very young and youthful population structure. Persons in the age group 0 to 24 years accounted for two-thirds (66%) of the 16,887,720 total population that year (while those aged between 0 and 19 years accounted for about 57% of the population).⁴

In view of the foregoing, this second National Action Plan for the Elimination of the Worst Forms of Child Labour 2020 - 2025 (NAP II) will, in contrast to NAP I, adopt a pragmatic approach to, progressively, eliminate widespread child labour challenges (especially its worst forms). In the context of the on-going public spending challenges and cognisant of the Seventh National Development Plan's cluster approach to development planning, NAP II seeks to realize the objectives of the National Child Labour Policy through practical cost-effective steps that strengthen cooperation and coordination among relevant child rights protection stakeholders.

As per global national action plans best practices, NAP II will not necessarily demand new resources commitments nor seek new interventions but will, instead, focus on reigniting an integrated policy response to child labour. The Government and other child labour partner institutions will adopt a coordinated multi-stakeholder approach to implement child labour relevant policies, programs and interventions towards a rights based strategic framework centred on the following NAP II Priorities:⁵

³ Republic of Zambia, Ministry of Labour, Sport and Youth, 2010 *National Action Plan for the Elimination of the Worst Forms of Child Labour in Zambia 2010 – 2015 (NAP I)*, Lusaka.

⁴ Central Statistical Office and the Ministry of Labour and Social Security, 2019, *Zambia Labour Force Survey 2018*, Lusaka, p. 12. The Central Statistical Office was renamed the Zambia Statistical Agency (ZSA) on 6 September 2019 following the enactment of the Statistics Act no. 13 of 2018 on 23 December 2018.

⁵ See ILO, International Programme on the Elimination of Child Labour (IPEC), 2013. *Implementing the roadmap for achieving the elimination of the worst forms of child labour by 2016 – A training guide for policy makers*, Geneva, p. 21, https://www.ilo.org/ipec/Informationresources/WCMS_202336/lang--en/index.htm. ILO, Alliance 8.7, 2018, *Ending Child Labour by 2025: A Review of Policies and Programmes*, Geneva, p. 5. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/publication/wcms_653987.pdf. Accessed 23 January 2020.

- Inclusive and equitable quality human development services that scale-up education and health for all programming.
- Social protection systems that provide social protection floors and programs that fight poverty.
- Decent work opportunities for adults and youth of legal working age.
- Awareness raising and mobilization with emphasis on intra- and inter-institutional coordination and collaboration.
- Legal standards and regulations that include mechanisms to promote compliance with public policy.
- Development of an effective child labour monitoring and evaluation system.

The foregoing NAP II Priorities require closing the gap between policy pronouncements and actual implementation through change management among child labour stakeholders (especially the Government). Pragmatic policy choices and resource allocation decisions that are rules based and policy driven will be key to NAP II implementation.

2.0 CHILD LABOUR IN ZAMBIA

2.1 Definition of Key Terms

The ILO Minimum Age Convention of 1973 (no. 138) and the ILO Worst Forms of Child Labour Convention of 1999 (no. 182) define **child labour** as work performed by children that is:⁶

- Mentally, physically, socially or morally dangerous and harmful to children.
- Interferes with children schooling and educational opportunities.
- Can deprive children of the schooling and educational opportunities altogether.

The ILO Convention No. 182 defines the **worst forms of child labour** (WFCL) as:⁷

- All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict.
- The use, procuring or offering of a child for prostitution, for the production of pornography or pornographic performances.
- The use, procuring or offering of a child for illicit activities, in particular, for the production and trafficking of drugs as defined in the relevant international treaties.
- Work that by its nature or the circumstances in which it is carried out is likely to harm the health, safety or morals of children - referred to as **hazardous** child labour. Hazardous work is detrimental to a child's development and wellbeing.

On the other hand, ILO defines **light work** in Convention No.138, Article 7, as work that should:⁸

- Not be harmful to a child's health and development and,
- Not prejudice attendance at school and participation in vocational training or "the capacity to benefit from the instruction received".

The article, however, does not specify the number of hours that constitute light work.

The worst forms of child labour are prohibited for all children under the age of 18 and should be eliminated as a matter of urgency irrespective of the economic status of the ratifying country.

The consequences of child labour are quite grave as their impacts could be permanent and continue to affect children in their adult stage of life. The impacts may include the following:⁹

⁶ ILO, 2013, *ibid.* p. 5. The Guide further argues that in its worst form, child labour can involve enslavement of children, separation from their families, expose them to illicit activities or serious hazards that can result in illness from an early age.

⁷ This definition has been domesticated and reproduced in sub-section 80(f)(a-d) of the Zambia Employment Code Act of 2019.

⁸ This same definition is adopted by Statutory Instrument 121 of 2013 on the *Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order, 2013.*

⁹ ILO (2013), *op. cit.*

- Adverse health effects that affects physical and psychosocial development that could result in life-long illnesses and injuries and even death. This is especially the case with hazardous child labour.
- Permanent health problems that may include musculoskeletal disabilities from carrying heavy loads; reproductive problems; lung and other cancer diseases from exposure to dusts, pesticides and other industrial chemicals.
- Prevent children from either access to or completing school and/or training – partly from being tired if school is combined with child labour or prevented from attending school altogether. That could imply missing social mobility and decent work opportunities later in life. Consequently, some children could be condemned to lifelong poverty as a result of child labour.

2.2 Zambia's Child Labour Policy and Legislative Framework

The Zambian child labour legal framework has varied statutes that include, among others, the following:

- Constitution of Zambia (Cap 1) and Constitution Amendment Act No. 1 of 2016).
- Anti-Human Trafficking Act No. 11 of 2008.
- Adoption Act Cap. 54.
- Juveniles Act Cap. 53.
- Non-Governmental Organizations Act No. 16 of 2009.
- Persons with Disabilities Act No. 6 of 2012.
- Probation of Offenders Act Cap. 93.
- Anti-Gender Based Violence Act No. 1 of 2011.
- Ratification of International Agreements Act No. 34 of 2016.
- The Employment Code Act of 2019.
- The Education Act of 2013.
- The Penal Code Act Cap 87.
- Gender Equity and Equality Act 2015.

In terms of policies, the following address different aspects of child labour and child rights protection:

- The Child Labour Policy.
- The Social Protection Policy.
- The Education Policy.
- The National Gender Policy.
- The National Youth Policy

2.3 Child Labour Situation in Zambia

The preliminary 2018 Zambia Child Labour Survey Report (ZCLSR) show widespread child labour situation in Zambia – especially in the rural and agricultural sectors.¹⁰ As shown below, this NAP II will adopt a coordinated and integrated approach to fighting child labour to move the country towards the SDG target 8.7 of eliminating child labour by 2025. In

¹⁰ The Zambia 2018 Child Labour Report is preliminary and it is undergoing some validation. Therefore, all the data cited from the Report is preliminary and subject to revision by ZSA.

particular, marshalling adequate resources (financial, institutional capacities and logistics) and adopting a rights based approach will be critical steps to reorient public policy to prioritize child rights protection as a strategic objective.

The findings of the 2018 ZCLSR point to the importance of reviewing some policies to improve child labour outcomes. The Survey estimated that out of 6,035,481 children aged between 5 and 17 years, 1,308,994 children had never attended school (i.e. one in five children). Of the children who had never attended school, 77% were in the rural areas. In terms of gender distribution of the children who had never attended school, about 54% were male children. Some of the main reasons the 2018 ZCLSR respondents gave for the high proportion of children who had never attended school relate to inadequate public spending on primary education. That is, inadequate provision of early childhood education (ECE) especially in rural areas; inability to pay school costs; and long distances to schools. Public spending on early childhood and primary education need prioritization.

With education providing “safety valves” for child labour, the 2018 Education Statistics Bulletin shows the following education quality challenges that the Ministry of General Education continues to address:

- Low rates of school completion – i.e. the completion rates for 2018 ranged from 97% for grade 7, 77% for grade 9 and 36% for grade 12.
- Low pupil-book ratio – the shortage of books and other facilities adversely affect the quality of education.
- Very low contact hours (the time pupils are, actually, taught by teachers in school).
- Very high pupil-teacher ratios. In 2018, the average primary school pupil-teacher ratio was 61.9 instead of the recommended 40. The primary schools pupil-teacher ratio was more than 80 per teacher in Eastern, Luapula, North-Western and Northern Provinces.

For the 5 – 17 years old children working in 2018, Zambia Statistical Agency (ZSA) estimated 2,479,661 children (i.e. 41% of the 6 million children aged between 5 and 17 years) were actually working that year.¹¹ Households were the dominant sector of employment with 63.3% share of working children; followed by the informal economy at 32.3%; and then the formal sector at 4.4%. The age group 5 – 11 years (at 58% of the 5 – 17 years old children) was the majority of working children. This pattern of working children shows the importance of education in reducing child labour. From the age of 7 years when children enrol into school, they increasingly become less available for child labour.

Using the ILO definition of child labour, ZSA estimated 955,301 (39% of working children) as the number of child labourers in 2018.¹² Of the 955,301 child labourers, 67% were in rural areas (636,366) and 33% were in urban areas (318,935). In terms of gender distribution, girl children were overrepresented in child labour – 56.9% nationally, 55.3% in rural areas, and 60.2% in urban areas. In terms of specific age-sub groups, the 5 – 11 years age sub-group was the largest group with 97% share in urban areas and 98% share in rural areas. Again, this

¹¹ ZSA defined work as any activity performed by persons of any age or sex to produce goods or to provide services for use by others or for own final use. This is irrespective of legality formal/informal nature of activity, context or persons status.

¹² This number is an underestimate of child labour in Zambia. ZSA acknowledged some limitations of their methodology: (i) households decided who was to be the main respondent for the entire household; (ii) children did not participate in interviews as the main respondents; and (iii) there were limited questions on children’s affairs included in the survey (see p. 5 of the Zambia 2018 Child Labour Survey Report).

signifies the importance of education access as an important tool for reducing the incidence of child labour discussed above.

For the children in the age groups 5 – 11 and 12 – 14, respectively, the rural areas accounted for two-thirds (67%) of child labour while the urban areas accounted for a third (33%). The 15 – 17 years old age group show a changed structure of 23% rural and 77% urban that reflect rural-urban migration. As stated above, child labour is predominantly a rural phenomenon largely driven by family and community poverty.

The structure of child labour in Zambia show the extent to which family and community poverty drive the vice:

- Out of the estimated 955,300 child labourers in 2018, 919,520 were in unpaid work – representing about 96 percent of the subgroup. Again, the rural areas accounted for slightly more children who were in unpaid work compared to paid work.
- More girls were engaged in unpaid work in both rural and urban areas. In urban areas girl children in unpaid work was much higher at 61% compared to 56% in rural areas – a pattern that may suggest worst forms of child labour for girl children who could be subjected to internal human trafficking and modern slavery.

According to the preliminary 2018 Zambia Child Labour Survey Report, the following activities constitute main unpaid child labour work:

- Fetching water (29%).
- Washing (20%).
- Cleaning (16%).
- Fetching firewood (11%).
- Other work (e.g. herding animals/tending to crops and cooking) (12%).¹³

For fetching water (the largest unpaid child labour work), girls and boys are evenly split on this activity. For cooking, cleaning, washing and other work the share of girl children involved range from 61% for cooking to 73% for washing.

Child labour is prevalent in all the ten provinces of the country as shown in table 1 below. Four provinces (Western, Central, North-Western and Luapula) have higher than national average unpaid work child labour incidence rates.¹⁴ The Copperbelt and Lusaka have the lowest unpaid child labour work incidence rates. On the other hand, Eastern and North-Western provinces have higher than national average paid child labour work at 63.7% and 60%, respectively. Luapula and Western, the two poorest provinces in the country, have much lower paid child labour incidence rates (with Southern province as the lowest at 17%).

Table 1 Provincial distribution of child labour incidence rates of paid and unpaid work, 2018

Province	Unpaid incidence rate (%)	Province	Paid incidence rate (%)

¹³ The Zambia 2018 Child Labour Survey Report does not provide details of the activities for paid child labour work.

¹⁴ The child labour incidence rate is calculated as the number of 5 – 17 years old in child labour divided by the total number of 5 – 17 years old engaged in work activities multiplied by 100.

Western	44.1	Eastern	63.7
Central	44.0	North-Western	60.0
North-Western	42.3	Northern	43.1
Luapula	40.9	Copperbelt	41.3
Northern	37.9	Lusaka	40.2
Southern	37.6	Muchinga	30.3
Eastern	37.0	Central	25.7
Muchinga	36.3	Luapula	23.6
Copperbelt	35.1	Western	20.0
Lusaka	34.6	Southern	17.4
National average	38.3	National average	44.4

Child labour incidence rate = (number of 5 – 17 years old in child labour/total number of 5 – 17 years old engaged in work activities)*100

Source. Zambia Statistical Agency, Zambia 2018 Child Labour Survey Report.

With regard to hazardous child labour, the 2018 Survey preliminary estimate of 26,063 children in hazardous work was an under estimate. The rural areas and male children were most prone to this vice: 73% for rural areas; and male children account for 83% of urban and 80% of rural hazardous child labour. The agriculture, forestry and fishing sub-sector that dominate the rural economy account for 58% of children in hazardous work. The other industries with some sizable number of children in hazardous work include construction (11%), other services (10%), households as employers (10%), and manufacturing (8%).

The hazardous child labour occupations include elementary occupations (such as cleaners/helpers; labourers in agriculture, mining, construction, manufacturing and transport; refuse collectors; street sales; and service workers) that account for more than three-quarters of the children in hazardous labour. In both rural and urban areas, these occupations are largely predominated by male children labourers. Crafts and related trade workers is another occupation that account for about 20% of all children in hazardous occupations that, again, is highly concentrated among male children (100% in rural areas and 94% in urban areas). Other hazardous occupations with much smaller shares (4%) of the sub-group are services and sales workers; and plant and machinery operators and assemblers.

The provincial distribution of hazardous child labour incidence rate¹⁵ shows that Southern province has the highest hazardous incidence rate followed by Lusaka, Central, North-Western and Northern provinces.

With regard to industries, any child work in designated hazardous industries (construction and mining) or other occupations where the employment of children below 18 years of age is prohibited (see Annex 1) is classified as hazardous work. The construction and mining industries – with hazardous child labour incidence rate of 100% - are too dangerous and not permitted to employ any child below 18 years of age. The other industries with hazardous child incidence rates of between 40% and 59% include households as employers; other services activities; manufacturing; and water supply, sewerage and waste management. Transport and storage, and the agricultural, forestry and fisheries industries, respectively, had hazardous child labour incidence rates of 37.4% and 32.4%.

¹⁵ Defined by ZSA as the number of children aged between 5 – 17 years in hazardous work divided by the number of children aged 5 – 17 years in paid work activities multiplied by 100). However, many children in hazardous work are not actually paid.

A review of child rights literature shows that inclusive growth and national prosperity may be important factors for observing and promoting the rights of children in general and elimination of child labour in particular. For example, ILO (2018, 24) comparisons of child labour incidence rates by national income groups show that the incidence of child labour is highest in low income countries at about 19% (65.2 million children in total). In lower-middle income countries, the child labour incidence rate was 8.5% and 6.6% in upper-middle income countries (i.e. 84 million children in child labour in middle income countries combined). High-income countries accounted for 1.2% of children in child labour (i.e. 2 million children in total). ILO (2018) concluded that across the different national income groups, the main feature of child labour is family and community poverty – i.e. those families and communities with high rates of extreme poverty and deprivation tend to have higher incidences of child labour.

2.4 Child Rights Protection in Zambia

The Government will, during the NAP II implementation period focus on improving the country's international rating on its child rights protection record that include the Universal Periodic Review under the United Nations Human Rights Council and the African Child Policy Forum (ACPF) Child-Friendliness Index (CFI). CFI ranks African countries according to their respective performance in fulfilling the rights and wellbeing of children. CFI, in effect, largely reflect national poverty rates.¹⁶ In 2018, Zambia was ranked among the bottom nine “least child-friendly” countries in Africa – number 48 out of 52 countries – the lowest ranked SADC member country. Zambia's low ranking arose from her weak protection and provision for her children as shown below:

Protection

1. Failure to adopt several child rights related laws:¹⁷
 - The Optional Protocol to United Nations Convention on the Rights of the Child (CRC) on the sale of children, child prostitution and pornography.
 - The Optional Protocol to CRC on involvement of children in armed conflict.
 - The Optional Protocol to CRC on communications procedure.
 - Corporal punishment not prohibited in home and alternative care settings.
 - Minimum age of criminal responsibility at 8 years, which is below the recommended 12 years.
2. Very low levels of birth registration (second lowest in Africa) – only 11.3 percent of children under 5 years of age had births registered with civil authorities.
3. One of the ten countries in Africa with the highest child labour prevalence rate – about 41% of children aged between 5-14 years old engaged in child labour.

Provision

1. Very low education spending at 1.1 percent of GDP – the lowest in Africa.

¹⁶ ACPF, 2018, *African Report on Child Wellbeing 2018: Progress in the child-friendliness of African governments*. Addis Ababa: African Child Policy Forum (ACPF). <http://www.africanchildreport/>. Accessed on 18 February 2020. The Index is based on three pillars of the Convention of the Rights of the Child (CRC) and the African Charter on the Rights and Welfare of the Child (ACRWC): Protection, Provision and Participation.

¹⁷ Republic of Zambia, Ministry of Justice, 2017, *Zambia's third cycle national report on the Universal Periodic Review under the United Nations Human Rights Council*, Lusaka, pp. 23 – 25, the Government acknowledges that it is not a state party to the treaties and actions listed here.

2. High pupil-teacher ratio at 48, which is above the recommended 40:1.¹⁸
3. The poverty incidence rate (i.e. proportion of population living below US dollar 1.9 a day) was about 58% - among the ten highest in Africa.
4. High prevalence of chronic malnutrition (stunting) – two in every five children aged below five years are stunted.¹⁹
5. Low access rates to safely managed sanitation facilities at 30% of the population – below the African average of 34 per cent.

2.5 Access to Social Protection Services and Child Labour

The Government intends to implement evidence based social protection programmes during NAP II period. It intends to link the number of households accessing social protection services in each of the ten provinces to community and provincial incidences of poverty and child labour, respectively. Table 2 below shows the extent to which this effort has to be expedited – i.e. currently the number of households in a province enrolled on different social protection schemes is neither systematically linked to provincial poverty incidence rate (as per 2015 LCMS) nor to the child labour incidence rate (as estimated by the 2018 Child Labour Survey). Equity considerations will form important aspects of social protection targeting. For example, Lusaka province that had the least incidence of poverty in 2015 should not have the highest number of beneficiaries accessing Orphans and Vulnerable Children (OVC) education bursary scheme.

Another priority will be to improve credibility of budget execution in terms of predictability of funding and narrowing the gaps between approved budgets and budget. Table 3 below highlights the extent of this challenge over the 2015 – 2019 period. Such high margins of variance make service delivery planning difficult for the concerned line ministries (Ministry of Agriculture for FISP, Ministry of Community Development and Social Services for FSP and SCT, and Ministry of Gender for Empowerment Funds (the Women Empowerment Fund)). In effect, the access rates indicated in table 2 below refer to enrolment on the social protection schemes and not necessarily regular and predictable receipt of benefits as scheduled. With some fiscal consolidation, it might be possible to finance the other three programs (FSP, SCT and Empowerment Funds) by reorienting expenditures from FISP 220% budget over run in 2019.

Table 2 Provincial poverty and child labour incidence rates and percent of households/beneficiaries accessing social protection services

Province	2015 Provincial poverty incidence rate	2018 Child Labour incidence rate*	% of Households/beneficiaries access to Social Protection Services – 2018						
			SCT**	PWAS	FISP	FSP	SFP	WEP	OVC bursary beneficiaries
Western	82.2	44.0	7.8 - 9.6	4.9	0.7	2	15.8	1.3	12.8
Luapula	81.1	40.1	24.4	15.9	7.7	3.2	9.3	1.8	4.5
Northern	79.7	38.1	9.7 - 15.0	8.8	11.4	11.2	12.4	14.8	3.6

¹⁸ As stated above, the Ministry of General Education, 2019, *2018 Education Statistics Bulletin*, Lusaka, p. 44 show national average primary pupil-teacher ratio of 61.9 (with provincial ranges of 41.6 for the Copperbelt and 87.3 for Eastern Province. For secondary schools, the national average was 36.9 (ranging from 24.3 in Muchinga to 50.5 in Western Province).

¹⁹ Central Statistical Office (CSO) [Zambia], Ministry of Health (MOH) [Zambia], and ICF. 2019. *Zambia Demographic and Health Survey 2018: Key Indicators*. Rockville, Maryland, USA: Central Statistical Office, Ministry of Health, and ICF., p. 29 shows that child stunting had reduced from 40% observed in the 2013/2014 DHS to 35% observed in the 2018 DHS – an improvement of about 5%.

Eastern	70.0	38.3	3.1 - 7.7	10.6	23.1	24.8	31.2	9.3	4
Muchinga	69.3	36.1	15.0	4.9	14.1	6.4	8.8	7	7.5
N. Western	66.4	42.8	1.7	14.3	7.6	20.4	0.7	13.3	7.1
Southern	57.6	37.3	9.7 - 15.0	12.3	16.5	2.9	7.3	23.7	16.3
Central	56.2	43.6	3.0 or less	4.2	5.9	4.7	3.6	7.4	10.5
Copperbelt	30.8	35.3	3.1 - 7.7	8.6	10.2	16	3.6	13.3	15
Lusaka	20.2	35.0	3.0 or less	15.5	2.8	8.3	3	7.9	18.6

Notes:

* Child labour estimates for 2018 are preliminary.

** Social Cash Transfer (SCT) rates are given by range for most provinces, except for Luapula, Muchinga and North-Western provinces.

Abbreviations: PWAS = public welfare assistance scheme; FISP = Farmer inputs support program; SFP = School Feeding Program; WEP = Women Empowerment Program; OVC = Orphans and vulnerable children; FSP = Food security pack.

Sources: CSO, 2015 Living Conditions Monitoring Survey Report; Zambia Labour Force Survey 2018 Report; and Zambia 2018 Child Labour Force Survey Report.

Table 3 Highlights of social protection programs approved budget vs. outturn, 2015 - 2019

YEAR	Approved budget and outturn	Farmers inputs support program	Food Security Pack	Social Cash Transfer	Empowerment Funds
2015	Approved	1,338,068	52,750	150,000	129,403
	Outturn	2,118,440	25,127	123,000	53,401
	Variance (%)	58	(52)	(18)	(59)
2016	Approved	1,003,551	20,000	250,000	373,256
	Outturn	1,902,301	20,176	118,962	85,000
	Variance (%)	90	1	(52)	(77)
2017	Approved	2,824,339	39,100	717,000	106,370
	Outturn	2,801,079	32,250	417,458	46,100
	Variance (%)	(1)	(18)	(42)	(57)
2018	Approved	1,785,000	140,000	721,180	152,409
	Outturn	1,674,872	50,000	454,094	-
	Variance (%)	(6)	(64)	(37)	(100)
2019	Approved	1,428,000	100,000	699,494	132,887
	Outturn	4,568,068	62,400	105,780	888
	Variance (%)	220	(38)	(85)	(99)

Source. Ministry of Finance, *Fiscal Tables 2015 – 2019*.

2.6 Zambia's Past Efforts to Eliminate Child Labour

As stated in the introduction and background section above, Zambia's efforts to eliminate child labour goes back to 1976 when the Government ratified the 1973 ILO Convention number 138 on the Minimum Age of Employment. Since then, the Government has ratified other international child rights protection conventions and incorporated some of their provisions into its domestic laws like the Constitution and the Employment Code Act of 2019. Other efforts to combat child labour include the following:²⁰

²⁰ Republic of Zambia, Ministry of Labour, Sport and Youth, 2010, *National Action Plan for the Elimination of the Worst Forms of Child Labour in Zambia 2010 – 2015*, Lusaka p. 6.

- Creation of the Orphans and Vulnerable Children (OVC) National Steering Committee in 2001.
- Launch of both the National Child Labour Policy and the National Child Policy in 2006.
- Creation of the District Child Labour Committees in 2008.
- Preparation and launch of the first National Action Plan on the Elimination of the Worst Forms of Child Labour 2010-2015 in 2010.

The overall objective of NAP I was *to, progressively, eliminate all forms of child labour, especially its worst forms by 2015*. NAP I had 6 strategic priorities for the elimination of the worst form of child labour (p. 7):

- Improved enforcement of existing laws and policies on child labour and lobbying for review of such laws where necessary.
- Older children (16-18) protected from hazardous forms of child labour.
- Strengthening the institutional and technical capacities, including coordination, coalition building and monitoring and evaluation (M&E).
- Awareness raising on child labour issues.
- Establishment of monitoring and evaluation systems and maintenance of continuous flow of baseline information.
- Enhanced prevention, withdrawal and social reintegration systems.

Three years after NAP I implementation was completed, the 2018 preliminary Child Labour Report cited above (table 2) show a national average child labour prevalence rate of about 39%. This suggests that NAP I experienced implementation challenges that militated against the achievement of its overall objective of progressively eliminating worst forms of child labour by 2015. As discussed in section 5 below, some key lessons from NAP I implementation period include the following issues:

- Low budget allocations and actual budget releases adversely affected child rights protection programs. Further, while the Social Cash Transfer Scheme coverage was extended nationwide from 2014, it had no child labour elimination conditionality attached.
- None mainstreaming of child labour even within the Ministry of Labour and Social Security – the anchor ministry for coordinating child labour elimination efforts.
- Unlike the Sixth National Development Plan (2011 – 2016), NAP I was not revised and revalidated by the new Government when it came into power in 2011.
- High turnover of the Child Labour National Steering Committee members that affected NAP I coordination and monitoring.
- The high economic growth trajectory assumed for the NAP I implementation period did not materialize. Global commodity prices declined and Climate Change external shocks, combined to reduce the rate of annual growth from about 7% up to 2014 to less than 4% since then. Low growth (or even a recession) is likely to characterize NAP II implementation period because of the disruptions to the global economy caused by COVID-19 pandemic and the steep rise of Zambia's external debt service obligations (see section 8 below).

Overall, NAP I implementation had some implementation challenges that ranged from policy, institutional and fiscal constraints. NAP I implementation shortfalls, therefore, provides some lessons to inform NAP II implementation.

The evidence provided in this section has shown that child labour elimination remains a major challenge in Zambia. For the country to move towards the SDGs target 8.7 of eliminating child labour (especially in its worst forms) by 2025 calls for strengthened multi-stakeholder coordinated response, allocating more resources and improving policy implementation capacity in the various institutions that contribute to the fight against child labour.

3.0 THE NATIONAL ACTION PLAN 2020 – 2025

3.1 Guiding Principles

Table 4 below shows the Guiding Principles for NAP II, drawn from the National Child Labour Policy (NCLP).

Table 4 NAP II Guiding Principles

GUIDING PRINCIPLE	NARRATION
CORE	Eliminate all forms of child labour especially in its worst forms and strengthen coordination among various stakeholders in the fight against child labour. Zambia is committed to create a child labour free environment.
GENDER EQUITY	Child labour affects girls and boys differently – e.g. girls are most vulnerable in the sex trade while boy children are more vulnerable in cattle herding, illegal mining and construction.
INCREASED ACCESS TO SAFE AND DECENT WORK	Child work is important for socialization and Government has the responsibility to create an environment that promotes safe work (and decent work for adults) especially for children from the age of 15years old. Such child work should neither be in hazardous occupations nor prescribed hazardous industries but should abide to the labour legislation – i.e. the Employment Code Act of 2019.
EMPOWERMENT OF PARENTS/GUARDIANS/ CARE GIVERS	Family vulnerability forces children to enter labour market prematurely. Government has the responsibility to provide social protection and other social safety nets like land resettlement, entrepreneurship training and access to credit to enable heads of households to secure sustainable livelihoods to support and take care of their families.
PREVENTION, WITHDRAWAL, REHABILITATION AND REINTEGRATION	Focus on preventing children from entering the labour market prematurely, withdraw those already in child labour and rehabilitate and reintegrate them into the community.
COMMUNITY PARTICIPATION	Enhance community participation in the design, implementation, monitoring and evaluation of child labour programs and interventions to enhance ownership and relevance to local situations.
BEST INTERESTS OF THE CHILD AND RIGHTS BASED APPROACH TO PROGRAMMING	All child labour measures and interventions should focus on best interests of children to avoid unintentional harming of children. Children’s rights and freedoms should be enjoyed and all child labour programs should reflect this ideal.
LEAVE NO ONE BEHIND	The SDGs Declaration pledged to ensure “no one will be left behind” and to “endeavour to reach the furthest behind first.” This requires the government to take explicit action to end extreme poverty, reduce inequalities, confront discrimination and fast-track progress for the furthest behind.

3.2 Overall objective

To contribute to the effective gradual elimination of child labour, especially its worst forms, by 2025 with emphasis on a coordinated multi-stakeholder response that provide social protection to targeted children, their families and communities throughout the country.

3.3 Implementation Strategy

To facilitate the attainment of its overall objective, NAP II will focus on issues recommended through the [workshops] consultations organized during the processes of drawing up NAP II, lessons learnt from NAP I implementation, the National Child Labour Policy and the Seventh National Development Plan (7NDP 2017 – 2021). Findings and recommendations of other child protection and child labour studies also informed the implementation strategy.

The NAP II implementation strategy focuses on the following elements of an integrated policy strategic priorities:

- **Institutional building and capacity enhancement** that focus on mind-sets change management of relevant stakeholders and actors to focus on cost-effectiveness, efficiency and impacts on child labour given current and near to medium terms' fiscal and rising national debt service challenges. Stakeholders' mapping necessary for concerted intra and inter-institutional coordination and collaboration as well as innovations will be essential elements for eliminating child labour, especially its worst forms. Such stakeholder mapping findings will inform the requirement to fund all NAP II child labour programs under the NAP institutional and coordination frameworks. Securing new resources will be a major challenge and attention will focus on consolidating limited resources to improve impacts on child labour. The capacity to build partnerships and networks around Alliance 8.7 (i.e. SDG Target 8.7) to eliminate the worst forms of child labour by 2025 need strengthening. Further, the country will seek a pathfinder status that will include the involvement of the private sector.
- Strengthen inclusive and equitable **quality human development services** to scale-up access to education, health and other poverty reducing services.
 - Strive to broaden access to education through increased enrolment and retention of children in schools – e.g. make school feeding programs available in all areas where extreme poverty is prevalent.
 - Honour the UNESCO Education for All (EFA) Declaration of 2000 on allocating at least 20% of the national budget to the education sector.
 - Provide free and compulsion primary education to children (i.e. extend the 2002 free primary education policy directive to also make it compulsory).
 - Prioritize health public spending in general and child health programs in particular. The Government will recommit itself to honour the 2001 African Union Abuja Declaration of allocating at least 15% of the national budget to the health sector – depending on availability of resources.
- **Strengthen social protection systems** that provide effective social protection floors and programs that fight poverty.
 - Target social protection expenditures targeted to families and communities with high rates of poverty and vulnerability.
 - Strengthen objective and non-partisan tools for selecting social protection programs beneficiaries
 - Allocate adequate and predictable disbursements of resources to social protection programs.
 - Implement child labour withdrawal systems that provide durable solutions for vulnerable families and communities.
- **Decent work opportunities** for adults and youth of legal working age.
 - Strengthen implementation of Decent Work Country Programs and the National Employment and Labour Market Policy (NELMP). Expedite NELMP support programs to assist small and medium enterprises to formalize and access to credit.
 - Link NAP II to processes that facilitate and institutionalize social dialogue amongst tripartite social partners and other relevant stakeholders.
 - Increase access to practical livelihoods enhancing and industry responsive skills training programs for vulnerable families and communities. – including resourcing schools to offer the dual track (academic and vocational) system of

education that prepares learners with low literacy rates to transition to work through acquisition of accredited practical skills.

- **Strengthen child protection** intra- and inter-institutional coordination and collaboration mechanisms.
 - Undertake stakeholder mapping, engagement and coordination.
 - As part of adopting an integrated area-based approach (IABA) to achieve child labour free zones, realign district child labour committees and district child protection committees to improve system strengthening, cost effectiveness, outreach, coordination and collaboration. Integrate child labour elimination into the child rights protection system (i.e. integrated district-based approach) that is multi-sectoral and multi-stakeholder to actualize effective coordination and collaboration of different institutional mandates and roles to achieve the desired results.
 - Provide adequate and predictable resources for effective programs implementation.
- **Strengthen and harmonize the legislative and regulations framework** that promote compliance with child protection public policy.
 - Ratify the following international conventions and protocols on forced labour and child rights protection:
 - UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the Protocol on Involvement of Children in Armed Conflict.
 - ILO Protocol on forced labour Conventions (2014); ILO Convention 184 on safety and health in agriculture; and Convention 189 on domestic workers.
 - Issue statutory instrument on compulsory school going age.
 - Issue statutory instrument on light work activities for children aged 13 to 15.
 - Review the Anti-human trafficking Act (2008) to provide for child trafficking not to require threats, use of force or coercion for an act to be considered child trafficking.
 - Review various child protection and child labour statutes to ensure enforcement, responsiveness and compliance to child labour regulations. For example, review relevant statutes to ensure that penalties for child commercial sexual exploitation are consistent.
 - Publish, on a regular basis, information on worst forms of child labour enforcement actions taken.
- Strengthen child labour monitoring system to detect, prevent and protect children and, where necessary, deploy child labour withdrawal mechanisms.
- Improve child labour awareness, knowledge and social mobilization to combat child labour
 - Develop an effective child labour awareness and prevention communication strategy and deploy mobile and other information communication technologies tools for mass communication.
 - Identify and strengthen existing community level institutions (e.g. cooperatives and community welfare assistance committees, parent-teachers' associations, etc.) to serve as focal points for child labour awareness and withdrawal services activities.
 - Establish a centralized database with links to relevant Ministries (Labour and Social Security; Zambia Statistical Agency; General Education; Health; Community Development and Social Services) and other stakeholders

(workers and employers' organizations) and civil-society organizations. Publish child labour survey reports timely.

- Document child labour related good practices, success stories etc. from Zambia and other countries and share them with relevant stakeholders and the public.
- Disseminate existing information and knowledge on child labour, occupational safety and health (OSH), livelihoods, etc.

Table 5 below outlines outputs and activities for each of the above NAP II priorities over the 2020 – 2025 period that will be implemented by the various child labour stakeholders.

Table 5 Priorities, Objectives, Outputs and Activities, 2020 - 2025

Objective	Output	Activities	YEARS					
			2020	2021	2022	2023	2024	2025
NAP II Priority 1. Strengthen inclusive and equitable human development services to scale-up access to education, health and other poverty reduction services								
To increase access to education through increased enrolment and retention of children at school	Number of children enrolled and retained in schools increased	MCDSS district offices and Community Welfare Assistance Committees (CWACs) identify vulnerable households and communities with high rates of extreme poverty for possible enrolment on [conditional] Social Cash Transfer Scheme and, where necessary, on other social safety net programs (e.g. PWAS, FSP, education support, etc.)						
		District Education Board Secretary (DEBS) and school parent-teachers associations (PTA) (in conjunction with district MCDSS officials) identify vulnerable communities to introduce or scale-up school feeding programs to encourage children from poor households to attend school.						
		CWACs, PTA, faith based organizations (FBOs) and other non-governmental organizations identify and withdraw children in (or at risk) of child labour in target households and communities and enrol them in schools.						
		DEBS periodic reports on status of implementing free and compulsory education for all primary schools’ learners.						
		MOHE/TEVETA reports on prior and informal skills learning accreditation + vocational skills training for older children aged 15 – 17 years old.						
		Ministry of Finance reports on status of Zambia’s commitment to UNESCO Education for All target of allocating 20% of national budget to education.						
		Ministry of Finance reports on measures taken to ensure that child rights protection programs are protected from austerity measures as per UN CRC obligations						
NAP II Priority 2. Strengthen social protection systems to ensure effective social protection floors to reduce poverty shocks that exacerbate child labour.								
To mitigate economic vulnerabilities to reduce reliance on child labour	Reduced incidence of vulnerability for targeted households	Reinstate child labour elimination programs budget line in MLSS annual budget						
		Implement transparent and non-partisan criteria for identifying and enrolling social protection programs beneficiaries in child labour prone areas						
		DCLCs/DCPCs member institutions lobby their respective headquarters to allocate adequate resources to district child protection programs.						
		MCDSS works with other relevant micro-credit and micro-insurance providers to leverage Village Banking Scheme to increase access to financial services among vulnerable households.						

Objective	Output	Activities	YEARS					
Priority 3. Decent work opportunities for adults and youths of legal working age			2020	2021	2022	2023	2024	2025
Promote decent rural livelihoods	Rural livelihoods improved	District Agricultural Coordinating Officers (DACO) strengthens verifiable targeting system for the agricultural inputs subsidy program (Farmers' Inputs Support Program (FISP) to smallholder and vulnerable rural households who cultivate under two hectares only						
		District Community Development Officers works with provincial and headquarters officials to improve targeting and coverage of extreme poor households' agricultural inputs grants program [Food Security Packs (FSP)].						
		Access to all social protection programs (FISP, FSP and Social Cash Transfer) for households with school going age children made conditional on child labour withdrawal system and enrolment in schools						
		Government agricultural extension services and other stakeholders facilitate adoption of sustainable and appropriate technologies and alternative practices in family farms and enterprises in order to improve productivity and viability						
		District Veterinary Officers and District Agricultural Coordinators prioritize eradication of major animal diseases and crop pests.						
		DEBS prioritizes sourcing of foodstuffs for school feeding program from local community to create viable markets that reduce extreme poverty						
Promote transition from informal to formal economy	Reduced share of informal economy employment in total employment	Extend coverage of government supported small businesses development and credit providing institutions (and coordinate with other non-governmental organizations micro-credit providers) to remote areas and vulnerable communities						
		Support formalization of informal economy jobs – i.e. (i) skills development and training that is responsive to labour market requirements in both the formal and informal economies; (ii) activate mechanisms to promote micro, small, and medium enterprises (MSMEs); and (iii) review the apprenticeship act to support broad job-based skills formation systems						
		Strengthen Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) capacity and outreach to accredit skills acquired through work in the informal economy.						
		Appoint TEVETA as member of National Steering Committee to ensure some of its training programs contribute to WFCL elimination efforts						
		Strengthen labour inspections to cover and enforce minimum wage protection for informal economy workers						
Promote decent work for youths of legal working age	Decent work for youths of legal working age enhanced	MLSS monitors implementation of 2018 NELMP objectives on active labour market interventions.						
		Enforce Employment Code Act 2019 to protect young persons' rights at work, equal treatment, and from hazardous work						

		Department of Labour institutionalize social dialogue and work with social partners and other relevant stakeholders to monitor minimum age of work, safety at work and other labour standards requirements.							
		Promote entrepreneurship and vocational skills development for adults and youths who have attained the minimum age of employment (e.g. extend coverage of dual track (academic and practical vocational skills streams) of new secondary school curriculum)							
Objective	Output	Activities	YEARS						
			2020	2021	2022	2023	2024	2025	
Priority 4. Strengthen child protection and monitoring through intra- and inter-institutional coordination and collaboration mechanisms.									
Institutionalize and integrate child labour into the larger child rights protection institutional framework	Child labour oversight role integrated into wider child rights protection institutional framework at all levels	MLSS undertake stakeholder mapping, engagement and coordination review to clarify roles, mandates and ensure that each actor addresses aspects of child labour elimination for which it is most competent.							
		Review operations of district child labour committees and district child [rights] protection committees (under District Development Coordinating Committees framework) to reduce duplicity and improve cost-effectiveness and efficiency in outreach, coordination and collaboration							
		Create dedicated child labour unit in MLSS to coordinate NAP activities and mainstream child labour in all MLSS departments and units.							
		Develop specific training modules adapted to mandates of the various NCCC actors involved in elimination of child labour (National Steering Committee members, ministries, employers, trade unions, social workers, NGOs, etc.)							
		Adapt the immigration National Referral Mechanism (NRM) to in-country child labour withdrawal and referral mechanism							
		Organize child labour roundtables for members of trade associations (Zambia Chamber of Mines; Zambia Chamber of Commerce and Industry; National Farmers' Union; etc.) and ZFE on child labour detection, mitigation and ending WFCL in local and global supply chains							
	Strengthened institutional framework to combat child labour through coordination and collaborations	Review and reconcile various child rights protection policy documents across different ministries (MLSS, MYSCD, MCDSS and MOGE) to create one integrated policy document that focus on a multi-sectoral and multi-stakeholders' approach to mainstreaming child labour in all relevant institutions at the national, provincial, district and local levels.							
		Create a Permanent Secretaries' child labour monitoring and sensitization forum to oversee child labour programs implementation activities across stakeholder ministries and other institutions							
		Integrate combating child labour and child rights protection indicators in the Vision 2030/National Development Plans Implementation Monitoring Framework							

		Sensitize all Government ministries and agencies, cooperating partners and civil society organizations to adopt the National Action Plan and the Child Labour National Steering Committee frameworks for all child labour programming/support activities in the country – i.e. make child labour support projects/funding conditional on adherence to NAP/CLNSC institutional arrangements						
		Organize annual child labour consultative, resource mobilization and programming meetings with technical and financial partners and other donors to review programs, results and resources requirements for NAP II implementation						
		Review and realign child labour/child rights protection reporting systems to create uniform reporting system across different ministries and other relevant stakeholders’ institutions						
		Improve child labour data collection, reporting and information sharing among stakeholders for better coordination and effective NAP II implementation						
		Reinstate child labour programs budget line in the annual MLSS and other relevant institutions’ budgets						
		Appoint focal points for combating WFCL at ministries, provincial headquarters and district levels; and at social partner institutions.						
		Prepare tools and guidelines to identify, prevent; withdraw; and care for children in vulnerable situation or victims of WFCL						
		Invoke the Pathfinder accreditation process to actively involve the private sector, civil society and workers’ organizations in NAP II implementation – especially on the elimination of WFCL in global supply chains						
Priority 5. Strengthen and harmonize the legislative and regulations frameworks to better control and prevent child labour (promote compliance)								
Strengthen and harmonize legislative and policy frameworks to guide action against child labour	Legislative and policy frameworks to fight child labour are reinforced, effectively applied, strengthened and harmonized	Ratify relevant international conventions on the rights of children and child labour. UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the Protocol on Involvement of Children in Armed Conflict; 2014 ILO protocol on forced labour; ILO Convention 184 on safety and health in agriculture; and ILO Convention 189 on decent work for domestic workers.						
		Issue statutory instrument on compulsory school going age to give legal backing to Ministry of General Education OBB Program 5502 primary education objective of free and compulsory grades 1-7 education.						
		Reissue (or publicise) statutory instrument number 121 of 2013 under article 80 of Employment Code Act of 2019 that defined light work activities for children aged 13 to 15						
		Review the Anti-human trafficking Act (2008) to provide for child trafficking not to require threats, use of force or coercion for an act to be considered child trafficking.						
		Review various child protection and child labour statutes to identify gaps, ensure						

		consistency of sanctions, enforcement, responsiveness and compliance to UNCRC and ILO conventions 182 and 139 and any other domestic child labour regulations.							
		Integrate child labour inspections in routine labour inspections to strengthen child labour detection and regulatory enforcement actions							
		Publish, on a regular basis, information on worst forms of child labour enforcement actions taken							
Objective	Output	Activities	YEARS						
			2020	2021	2022	2023	2024	2025	
		Extend (in collaboration with MCDSS and MYSCD) labour inspections to households to prohibit, identify and withdraw children in hazardous domestic work							
Priority 6. Improve child labour awareness, knowledge and social mobilization to combat child labour									
Improve and sustain child labour knowledge and awareness for social mobilization	Reliable child labour data and knowledge readily available to stakeholders	Enlist existing community level institutions (e.g. cooperatives and community welfare assistance committees, parent-teachers' associations and neighbourhood health committees) to serve as focal points for child labour awareness, identification, withdrawal, rehabilitation and reintegration and follow-up services.							
		Create up to-date centralized child labour database with links to relevant ministries and agencies (MLSS; Zambia Statistical Agency; General Education; Health, Youths, Sports and Child Development; Community Development and Social Services; Zambia Police; etc.), other social partners (workers' and employers' organizations) and other stakeholders (NGOs, etc.)							
		Strengthen capacities of MLSS and ZSA staff to produce periodic child labour analytical reports and briefs from the annual labour force and child labour surveys							
		Publish final child labour survey reports timely							
		Undertake geographic specific child labour diagnostic research and investigative activities to identify spatial child labour elimination gaps and challenges							
		Establish a comprehensive child labour monitoring system (CLMS) that includes type of work, gender, age, location, education status, regulation of workplaces, child health, family situation, measures taken to withdraw children from hazardous work, etc.							
		Conduct studies in hazardous child labour risk sectors (agriculture, artisanal mining and quarries, street begging, domestic work, construction, etc.) to inform child protection and withdrawal strategies							
		Integrate child labour elimination situation monitoring in the national development planning monitoring framework							
	Enhanced Child labour knowledge is promoted among stakeholders	Develop an effective child labour awareness and prevention communication strategy.							
		Deploy mobile and other information communication technologies tools for child labour awareness outreach and mass communication to sensitize the public, stakeholders and partners							
		Organize media talk shows (both community and national radio and television stations),							

		round table discussions and other child labour publicity events to raise child labour awareness – especially during the commemorations of international children’s days							
		Develop a national, provincial, district and community child labour monitoring protocol to identify, withdraw, rehabilitate, reintegrate and follow-up of child labour and at risk children.							
		Establish media committee of the National Steering Committee to design a child labour awareness plan and organize training workshops for media houses to create active network for national child labour sensitization platforms.							
		Work with the Ministry of Tourism and Arts and the National Arts Council to deploy drama and popular arts for prevention and elimination of child labour							
		Identify eminent persons to champion child labour in the country at political level and raise necessary awareness and social mobilization against child labour							

4.0 INSTITUTIONAL ARRANGEMENTS

4.1 The national child labour institutional arrangements

The Government, as the state party to the UNCRC, has the overall primary responsibility to provide a *policy framework that facilitates, promotes, coordinates and monitors all child labour programs*.²¹ More specifically, the UNCRC Committee on the Rights of the Child (2016) obliges States parties to *mobilize, allocate and spend public resources in a manner that adheres to their obligations of implementation* to fulfil the provisions of article 4 of the Convention on the Rights of the Child that states that²²

States parties shall undertake all appropriate legislative, administrative and other measures for the implementation of the rights recognized in the Convention. With regard to economic, social and cultural rights, States parties shall undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international cooperation.

In the current environment of severe fiscal and macroeconomic challenges, Zambia is aware of the importance of insulating public spending on child rights protection programs as observed by the UNCRC Committee on the Rights of the Child that reminded state parties that (p. 10):

*In times of economic crisis, regressive measures may only be considered after assessing all other options and ensuring that children are the last to be affected, especially children in vulnerable situations. States parties shall demonstrate that such measures are necessary, reasonable, proportionate, non-discriminatory and temporary and that any rights thus affected will be restored as soon as possible. States parties should take appropriate measures so that the groups of children who are affected, and others with knowledge about those children's situation, participate in the decision-making process related to such measures. The immediate and core obligations **[right to education, right to the highest attainable standard of health and the right to social security]** imposed by the children's rights shall not be compromised by any retrogressive measures, even in times of economic crisis.*

Further, under ILO Conventions 138 and 182, governments are required to make annual progress reports on measure they have taken regarding fulfilling the requirements of the respective Conventions in their countries. In the context of the foregoing, an integrated multi-stakeholder approach at different levels (national, provincial and district) involving the various child labour protection institutions will be imperative. The National Child Labour Policy lists 16 government ministries and agencies with different child rights protection mandates and their respective roles in child labour. The Policy assigns the Ministry of Labour and Social Security the responsibility to *spearhead child labour matters and coordinate the implementation and interpretation of the National Child Labour Policy* (p. 21). While MLSS will continue to spearhead child labour matters in the NAP II period, the on-going fiscal and macroeconomic challenges obtaining in the country makes it imperative to integrate child labour into the larger child rights protection framework.

²¹ Republic of Zambia, Ministry of Labour, Sport and Youth, 2010, *National Action Plan for the Elimination of the Worst Forms of Child Labour in Zambia 2010 -2015*, Lusaka p. 25. The *National Child Labour Policy*, pp. 21 – 24 list the various ministries and agencies with direct and indirect mandates in the fight against child labour in the country.

²² The United Nations Convention on the Rights of the Child, Committee on the Rights of the Child, 2016, *General comment number 19 (2016) on public budgeting for the realization of children's rights (art. 4)*. <https://resourcecentre.savethechild-ren.net/library/uncrc-general-comment-no-19-2016-public-budgeting-realization-childrens-rights-art-4>, p. 1. Accessed 1 March 2020.

As discussed below, under NAP II the Government will integrate the National Child Labour Steering Committee and the District Child Labour Committees (DCLCs) into the wider multi-stakeholder child rights protection institutional framework. This will promote “economies of scale” and mitigate the resource constraints faced by many government ministries and agencies and, thereby, help the outcomes and impacts of both committees at the different levels. The two child rights protection committees at the district level (the DCLCs and DCPCs) are presently not very active (except for the three DCLCs – Kaoma, Nkeyema and Chipata that are active). Given the current resource constraints challenges, the two committees will be rationalized.

The Government Gazette notice number 836 of 2016²³ assigned the statutory function of child development and child policy to the Ministry of Youth, Sport and Child Development (MYSCD) and hence the overall mandate of coordinating all child rights protection activities in the country. MYSCD facilitates legislation on child rights protection and, in conjunction with other ministries (e.g. Justice, Foreign Affairs, etc.), coordinates the compilation of UNCRC State Party reports on the rights of children.²⁴

On the other hand, the Ministry of Community Development and Social Services (MCDSS) oversees portfolio of child welfare and adoption services, juvenile correctional and probation services, social welfare policy, community development, psychosocial counselling, disability affairs policy, etc.. The 2020 Output Based budget show that MCDSS mandate on child protection in general and child labour in particular is extensive to include, among others, the following:

- Provide support to incapable individuals and households in form of cash, goods and services (Social Cash Transfer; direct assistance to old peoples’ homes; Public Welfare Assistance Scheme, Food Security Packs, etc.).
- Child development and adoption services (child best interest determination).
- Juvenile welfare and probation services.
- Welfare and counselling services.
- Provide protection and maintenance of rights of vulnerable individuals.
- Support and mainstream persons with disability – i.e. disability affairs.
- Community development.
- NGOs registration and regulations.
- Supports safe houses and children’s homes/orphanages.

At the national and provincial levels where MYSCD is present, the DCPCs report to the National Coordinating Council for Children (NCCC) chaired by MYSCD. MCDSS (District Social Welfare Office) coordinates and provides secretariat services at the district levels. Since children rights issues are multi-faceted and span many ministries and agencies, the District Development Coordinating Committees (DDCCs) provide an institutional framework to review and rationalize operations of DCPCs and DCLCs to eliminate duplicity and strengthen child rights and welfare programs coordination at the district level.

²³ Republic of Zambia, 2016, *Government Gazette: The Statutory Functions, Portfolios and Composition of Government*, no. 836, Lusaka, pp. 935-948.

²⁴ Republic of Zambia, Ministry of Finance, 2020, *Estimates of Revenue and Expenditure (Output Based Budget) for the Year 1st January 2020 to 31st December 2020, Volume II*. Lusaka, pp. 340 – 354.

As stated above, under the DDCCs institutional framework it is imperative to rationalize DCLCs and DCPCs operations. In districts where MCDSS alone has offices, it will be cost effective to add child labour to the DCPCs portfolio. In other districts where MLSS alone has an office, other child rights protection activities will be integrated into DCLCs activities. On the other hand, in districts where both DCLCs and DCPCs currently exist (i.e. both ministries have offices) the two committees will be rationalized and report on child rights matters through the DDCCs framework (as would be the case in the other two cases).

At the district level, the DCLCs and DCPCs membership includes the following:

- MCDSS.
- Zambia Police Service (Child Protection Unit and Victims Support Unit).
- Ministry of Health.
- Ministry of General Education.
- Ministry of Labour and Social Security.
- Zambia Correctional Services.
- The Judiciary.
- Non-Governmental Organizations (National Legal Aid Clinic for Women and Young Women's Christian Association (YWCA)).
- Faith based organizations.
- Child care facilities.
- Community representatives (Community Welfare Assistance Committees (CWACs)).

At the national level, the membership of the NCCC include all the above ministries plus the Ministries of Gender; Religious and National Guidance; Justice; Home Affairs; Finance; National Development Planning; Agriculture; and Commerce, Trade and Industry. However, in the recent past, the NCCC has been dormant because of inadequate resources. As stated in NAP I document (p. 26), the NAP Secretariat (MLSS) will report to the NCCC.

During NAP II implementation, the Government in partnership with other stakeholders will focus on strengthening institutional coordination at the district level and availability of up-to-date and quality data on child rights protection issues.²⁵ MCDSS that is the de facto secretariat and coordinator at that level is not fully accountable for child rights protection. Since MYSCD is unlikely to be deployed to the district level in the context of the Decentralization Policy implementation, devolving the child rights protection mandate to local authorities (with resources following function principle) could, in the long-run, improve coordination and accountability at the district level.

The cluster approach proposed in the Seventh National Development Plan (7NDP) presents an opportunity to address the resource constraints challenge. For example, while the 2020 annual output budget for each ministry and/or agency states the mandates, 7NDP cluster/sector names, cluster objectives, cluster policy outcomes and strategies, very few ministries and agencies explicitly acknowledge the roles of other institutions in their respective clusters who contribute to the attainment of the cluster objectives. This, basically, extends the historical silo approach to budgeting and policy implementation.

²⁵ One key informant spoken to felt that it is imperative to make intra- and inter-institutional policy implementation co-ordination and collaboration one of the key performance indicators for staff performance appraisal in the public sector as part of the package to improve policy implementation in the country.

If the resources in the various institutions allocated and spent on a particular child rights priority activities were itemized per cluster, Zambia could demonstrate that it meets some international budget allocations benchmarks. For example, the allocation on education and health discussed above, if itemized across different institutions and stakeholders in the entire child labour “value chain”, Zambia can demonstrate that it meets the UNCRC benchmarks at the national aggregate level. The current approach of confinement to the Government budget allocations alone makes meeting UNCRC benchmarks a challenge.²⁶

The holistic child rights protection approach to be realized by policy and institutional rationalization will be done at the national, provincial and district levels. This will be a continuation of a reporting structure under NAP I (p. 26) – i.e. NAP secretariat feeding into line ministries and the Zambia Council for the Child (NCCC). That is, community labour committees fed into district committees that in turn reported to line ministries (at provincial and national levels) and then to the NCCCC through the NAP Secretariat. A similar structure, in terms of levels, is proposed for NAP II.

²⁶ While the UNCRC places the responsibility of adequate allocation of resources to child rights activities to state parties, the latter could make the case that other non-state parties stakeholders and actors intervened to ensure availability of resources for the country to close the gap arising from government budget allocation shortfalls.

5.0 MONITORING AND EVALUATION SYSTEM

This National Action Plan will be implemented over the period 2020 – 2025 period. However, the preparatory and consultative activities might last for the remainder of 2020 with earnest implementation of NAP II activities likely to start from fiscal year 2021. As was the case with NAP I, the strengthened Child Labour Unit will continue to serve as the NAP II Secretariat in conjunction with the Department of Planning in the Ministry. The institutional realignments proposed in this National Action Plan imply strengthening intra- and inter-institutional coordination and collaboration to promote cost-effectiveness, outreach and impacts on progressive elimination of worst forms of child labour.

Table 6 below presents the NAP II results framework that will form the basis of the monitoring and evaluation system during the Action Plan's implementation period. For each child labour results area, each stakeholder institution will be encouraged to adopt the NDP targets to ensure monitoring of some child labour indicators and targets through the national development planning monitoring and evaluation systems.

As stated in section 2.6 above, some of the key lessons drawn from the NAP I implementation period that inform NAP II programing include:

- The need for a mid-term review to take stock of how NAP II implementation will progress.
- Mainstream child labour in all the units and departments of the Ministry of Labour and Social Security (beyond Department of Labour); and other line ministries with specific child rights protection mandates such as the Ministries of Youths, Sports and Child Development; General Education; Health; Community Development and Social Services; Home Affairs; Gender; Higher Education; Information and Broadcasting Services; etc.
- The importance of synchronizing the different policy documents within MLSS and other child rights protection ministries and institutions.
- The severe fiscal constraints accentuated by the on-going COVID-19 pandemic and the rising external debt burden (repayments in 2022 and 2024 of the first and second Eurobonds) will make it difficult to access new extra resources for NAP II programs implementation. In which case, attention should be on achieving some internal efficiencies to ensure that child labour elimination activities are financed within the limited resources envelopes.

On the basis of the foregoing, the NAP II results framework outlined in table 6 below situates child labour monitoring to serve the following wider objectives:

- Comprehensive system to monitor the various institutions' activities in the child rights protection "value chain" that have both direct and indirect impacts on child labour – especially in its worst forms.
- The importance of credible budget execution to ensure steady flow of funds and other resources to child protection programs.
- Raising awareness among stakeholders that may catalyse change management to adopt new approaches (e.g. strengthening inter-institutional coordination and collaboration) to child labour detection, withdrawal, rehabilitation and follow-up actions.

- Develop composite indicators that track child labour prevalence rates in different sectors of the economy.
- Generate empirical data on child labour in the country to provide evidence based policy and program design to address the objective of the elimination of the worst forms of child labour by 2025 as per SDG 8.7 target.

As discussed in the NAP II institutional arrangements above, the multi-disciplinary and multi-stakeholder implementation arrangement have necessitated the comprehensive results framework to be monitored and reported on by each institution in the child rights protection “value chain” over the 2020 – 2025 implementation period.

Table 6 Results Framework

Objectives	Outputs	Indicators	Means of Verification	Sources of Verification	Responsibility	Associated Institution
Strengthen inclusive and equitable human development and scale-up access to education, health and other poverty reducing services	Increased school enrolment and survival rates	Number of children enrolled and retained in schools	School census surveys/ administrative data Commissioned research/surveys	Annual Education Statistics Bulletin Education access and quality studies' reports	Ministry of General Education Ministry of Higher Education NGOs, UN agencies, cooperating partners	UNESCO, Global Partnership for Education
	Improved child health and survival	Number of Child mortality and morbidity cases; Number of children accessing health facilities and services	Child health status and health facilities/ services access surveys and studies	Zambia Demographic and Health Surveys Annual health sector/ national development plan progress reports	National Statistical Agency/ Ministry of Health (MoH) MoH, other government ministries, NGOs, UN agencies and cooperating partners	World Health Organization, USAID, World Bank, Global Partnership for Health, other UN Agencies and other cooperating partners
Strengthen social protection systems to ensure effective social protection floors to reduce poverty shocks that exacerbate child labour	Improved targeted and efficient social protection coverage	Number of households receiving different types of social protection services	Annual labour market surveys	Annual Labour Force Surveys Reports	Zambia Statistical Agency and the Ministry of Labour and Social Security	ILO
			Commissioned research on social protection systems and floors	Study reports on social protection and poverty dynamics	ILO, NGOs, Government Ministries, Cooperating Partners, etc.	UN Agencies, ILO, MCDSS

Objectives	Outputs	Indicators	Means of Verification	Sources of Verification	Responsibility	Associated Institution
Decent work opportunities for adults and youths of working age	More decent work and productive livelihoods opportunities in rural areas	Number of rural decent work employment per 1,000 inhabitants	Rural labour market surveys	Annual Labour Force Survey	ZSA and MLSS	ILO
			Commissioned rural labour market studies and surveys	Study reports	FAO or other UN Agencies, local and international research institutes, cooperating partners, NGOs, etc.	ILO
		Number of households accessing conditional [child labour withdrawal] social protection scheme services and subsidized agricultural inputs	Rural labour market and livelihoods surveys	Annual Labour Force Survey	ZSA and MLSS	ILO
			Administrative data	Annual operations reports	Ministry of Community Development and Social Services and Ministry of Agriculture	MNDP
		Number of animal diseases outbreaks	Administrative data	Quarterly and annual reports + veterinary regulatory surveillance reports	Ministry of Fisheries and Livestock	Zambia National Farmers' Union
		Percentage share of school feeding program foodstuffs purchased from local communities	Administrative data + commissioned cross-sectional surveys	Quarterly and annual reports; Education Statistical Bulletin; consultancy study reports	Ministry of General Education; bilateral and multilateral donors; NGOs	UNICEF
	Reduced share of informal economy employment in total employment	Number of women groups accessing Village Bank and other micro credit services	Administrative data	Quarterly and annual reports	MCDSS	Ministry of Finance
		Number of SMEs accessing government support to formalize	Administrative data; commissioned research/surveys	Quarterly and annual reports; research/study reports and briefs	MCTI, ZDA, Zambia Chamber of Commerce and Industry, Small scale industries associations, NGOs, cooperating partners	UNIDO
		Number of informally acquired skills accredited by TEVETA	Administrative data	Quarterly and annual reports	TEVETA	Ministry of Higher Education, ZDA
		Zambia ease of doing	Cost of Doing Business	Annual report	World Bank	MCTI and Ministry of

		business survey scores	surveys			Finance
		Number of informal economy enterprises inspected by Labour Department	Administrative data	Quarterly and annual reports	Ministry of Labour and Social Security	ILO
	More youths of working age employed in decent jobs	Number of youths (15 – 17 years) in decent formal employment	Labour market surveys	Annual Labour Force Survey	ZSA and MLSS	ILO
Strengthen child protection through intra and inter-institutional coordination and collaboration mechanisms	Child labour oversight and monitoring roles integrated into wider child rights protection institutional frameworks at different levels	Updated child rights protection stakeholders' institutional map	Surveys of stakeholder mandates, capacities and locations	Child rights protection stakeholders mapping report	MLSS, MYSCD and MCDSS	ILO, UNICEF, UNDP, Ministry of Gender
		Number of DCLCs and DCPCs rationalized and reporting under DDCC framework	Administrative data	Quarterly and annual reports	MLSS, MYSCD and MCDSS	Cabinet Office (PSMDC), ILO, UNICEF
		Dedicated Child Labour Unit created to spearhead CL awareness and mainstreaming in all MLSS departments	Administrative data	Quarterly and annual reports	MLSS	
		Adapted training module tailored to each CLNSC member institution mandate	Adapted training modules	Reports	MLSS, ILO	
		Immigration NRM adapted to in-country child labour detection and withdrawal case management systems	Administrative data	Status reports	MCDSS, MLSS, Ministry of Home Affairs (MoHA)	IOM, ILO
		Regular child labour roundtable discussions on elimination of WFCL for captains of industries	Round table events schedules	Reports	MLSS	ILO

	Coordinated and collaborative institutional framework to combat child labour	Child labour and child rights protection policies across different relevant ministries rationalized into one integrated policy document and mainstreamed in all national social protection and human development policies and strategies	Status reviews/ administrative data	Policy and strategy documents	MLSS, MYSCD, MCDSS, MoGE, MoH, MoG	Cabinet Office (PSMDC), ILO
		Child labour indicators included in Vision 2030 Monitoring framework	Vision 2030 M&E review	Quarterly and annual Vision 2030 M&E Reports	MLSS	MNDP
		Child labour programs budget line included in national budget	Child labour budget line	Yellow Book	MLSS	MNDP, MoF
		Annual NAP II consultative, resource mobilization and program review meeting	Meetings Communique/press statements	Meetings reports	MLSS	MNDP, MoF, Cabinet Office, Ministry of Foreign Affairs (MFA)
		NAP II mid-term review conducted	Administrative data	NAP II mid-term review report	MLSS	ILO, Cabinet Office
		CLNSC information sharing and dissemination platforms (e.g. WhatsApp CLNSC Group) operational	Administrative data	Child labour information and data accessed from the platforms	MLSS	SMART Zambia
		NCCC revived and operational	Administrative data	Minutes of meetings	MYSCD	Cabinet Office
		Annual WFCL elimination progress reports submitted to NCCC	Annual reports	Copies of annual WFCL elimination progress reports	MLSS	MYSCD

		Number of WFCL elimination focal point officials appointed at national, provincial and district levels in all stakeholder institutions	Administrative data	Letters of appointment	MLSS	MYSCD, MCDSS
		Tools and protocols to detect, prevent and care for WFCL survivors operational	Administrative data	Documentation of tools and protocols	MLSS, MYSCD	
		Number of private sector and civil society organizations participating in NAP II implementation	Administrative data	Reports	MLSS	
		Number of public private partnerships (PPPs) with international companies in global value chains with active anti child labour programs under NAP II institutional framework	Administrative data	Reports	MLSS	ILO, Ministry of Justice, NGOs
Strengthen and harmonize legislative and policy framework to guide actions against child labour	Child labour legislative and policy framework reinforced, effectively applied, strengthened and harmonized	Number of international child protection conventions ratified	Administrative data	UN and ILO Conventions ratifications websites, MLSS/MOJ Press Releases	MoJ, MFA, MLSS	Zambia Human Rights Commission
		Statutory instrument on compulsory school going age issued	Government Gazette	Copy of Statutory Instrument	MoJ, MoGE and MLSS	Cabinet Office, MoF
		Statutory instrument on light work activities for children issued	Government Gazette	Copy of Statutory Instrument	MoJ, MLSS	Cabinet Office
		Anti-Human Trafficking Act (2008) amended to provide for human trafficking not	Copy of amendment act	Copy of amendment act	MoJ, National Assembly of Zambia (NAZ), Ministry of Home Affairs	Cabinet Office

		to require threats, use of force or coercion for an act to be considered child trafficking				
		Number of statutes reviewed to identify lacunas, consistency and domestication of UNCRC and ILO Conventions on child labour	Administrative data/ press statements	Actual statutes passed by NAZ that fix lacunas and province for consistency of child labour sanctions	MoJ, NAZ, MLSS, MoHA	
		Budget execution status reports for CL priority programs	Data on comparisons between budget allocations and actual releases	Fiscal tables/reports on budget execution	MoF	MLSS
		Regular reports on WFCL enforcement actions taken	Administrative data	Website, press releases and official reports	MLSS, Ministry of Information and Broadcasting Services (MIBS)	ILO
		Number of regular WFCL households inspections	Administrative data	Quarterly and annual WFCL inspections reports	MCDSS, ZP (MOHA), MYSCD and MLSS	ILO
Improve child labour awareness, knowledge and social mobilization to combat child labour	Reliable child labour data and information available to stakeholders	Number and types of community level CL focal point institutions to provide CL awareness, identification, withdrawal and reintegration and follow up services	Administrative data	Quarterly and annual reports	DCLCs, MLSS, MCDSS	MYSCD
		Updated centralized and live CL database established with links to all relevant stakeholders	Administrative data	Status reports	MLSS	SMART Zambia, ILO
		Capacity for MLSS and ZSA staff to timely produce CL analytical	Timeliness and quality of CL survey reports	CL analytical reports	MLSS, ZSA	ILO

		reports strengthened				
		Number of geographic CL diagnostic studies done		Geographic child labour diagnostic reports	MLSS, NGOs, cooperating partners	ILO
		Comprehensive CL monitoring system available	Administrative data	CL reports	MLSS	ILO
		Number of hazardous CL sector studies done		Hazardous CL sector specific study reports	MLSS, MYSCD, MCDSS	ILO
		National development plan monitoring framework includes CL monitoring module	Administrative data	NDP regular monitoring reports	MNDP, MLSS, MYSCD, MCDD	ILO, UNDP and other relevant UN agencies
	Child labour information is promoted and publicised	CL awareness and prevention communication strategy developed	Administrative data	Copy of CL awareness and prevention strategy document	MLSS	ILO
		Mobile and ICT CL tools developed (Facebook, Instagram, Twitter, child labour toll free number) and deployed	Administrative data	Regular reports	MLSS	SMART Zambia
		Number of CL talk shows/events on community and other radio/TV stations to commemorate international children's day	Administrative data	Regular reports	MLSS, MIBS	ILO
		Number of cooperating partners, social partners and NGOs with active anti child labour publicity campaigns under NAP II framework	Administrative data	Periodic reports	NAP II Partner institutions	MLSS
		CL monitoring	Administrative data	Regular reports	MLSS, MYSCD,	ILO

		protocol at national, provincial and community levels to identify, withdraw, rehabilitate and reintegrate CL survivors developed			MCDSS	
		Media Committee of CLNSC established	Administrative data	Regular reports	MLSS	
		MoU with Ministry of Tourism and Arts for CL dramatic and popular arts operational		Signed MoU available	MLSS, Ministry of Tourism and Arts	
		Eminent CL Champions identified	Administrative information	Regular reports	MLSS	

6.0 COMMUNICATION STRATEGY

As highlighted throughout this National Action Plan, the major factors that drive child labour are high rates of poverty and the dominance of agricultural activities in the rural areas. Other things being equal, growth and the resultant poverty reduction are unlikely to improve over the NAP II implementation period. The low economic growth trajectory recorded since 2014 plus the current global recession caused by the COVID-19 pandemic characterized by complete lockdown in both developed and developing countries will further adversely affect international prices of copper. To raise adequate resources to finance social protection and other human development programs will be a constant challenge in the near and medium terms.

It follows, therefore, that a realistic communication strategy to raise awareness of the inter-generation costs to society associated with child labour will be an imperative. Given the resources constraints, the communication strategy should focus on what the various key stakeholders can do within their limited resource envelopes to publicise the implications of child labour to their various target audiences. With the current mobile, social media and other ICT platforms plus the proliferation of community radio and television stations nationwide, developing appropriate messages to suit the various audiences in the country could be one outreach strategy to prioritize.

The paradigm shift proposed in this National Action Plan on Eliminating the Worst Forms of Child Labour that integrates both bottom-up and top-down flows of information means that at each level in the child labour “value chain”, appropriate child labour elimination messages can be created to fit the different contexts at the national, provincial, district and community levels. In particular, identifying child labour elimination champions at each level and creating a simple but workable champions network could also help spread the messages on combating child labour. The government, the cooperating partners, the employers and workers’ organizations, the civil society organizations, and the community based organizations could, each, based on their respective mandates and resources at their disposal identify particular child labour elimination messages to communicate to their respective target audiences. The impact of such an approach could be much greater than confining and centralizing child labour elimination awareness efforts to the government system alone.

8.0 RESOURCE MOBILIZATION STRATEGY

Like all other publicly funded programs in Zambia, the availability of financial and other resources play key role in implementation. While the NAP I implementation period (2010 – 2015) was premised on a higher economic growth trajectory, the growth trajectory over the NAP II implementation period is much lower.²⁷ The terminal year of NAP II, 2025, is the target date for SDG target 8.7 to end child labour in all its forms. For Zambia, that is a very tall order. NAP II resource mobilization objective will have to rely on restructuring the government budget to ensure some funding for child rights protection programs. The structure and composition of the budget shown in table 7 below will be reviewed to release some more resources for health, education and social protection that are key to the elimination of child labour.

Table 7 Structure of Zambia's Government Budget 2018 – 2021 (%)

Function	2018	2019		2020		2021	2019 – 2021
	Approved budget	MTEF	Budget Speech	MTEF	Budget Speech	MTEF	MTEF Average
General public services	31.2	34.8	36.0	33.4	41.6	35.2	34.5
Defence	5.5	6.6	5.8	7.2	6.2	5.3	6.4
Public order and safety	3.3	4.4	3.3	4.2	3.8	3.5	4.0
Economic Affairs	24.7	22.5	23.8	22.3	20.6	21.4	22.1
Environmental protection	0.4	0.3	1.0	0.3	0.6	0.3	0.3
Housing and community amenities	2.6	2.7	2.6	1.2	3.3	0.7	1.5
Health	10.9	9.5	9.3	12.5	8.8	14.8	12.3
Recreation, culture and religion	0.5	0.2	0.3	0.2	0.4	0.2	0.2
Education	17.3	16.4	15.3	16.1	12.4	16.0	16.2
Social Protection	3.6	2.5	2.5	2.7	2.4	2.5	2.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source. Ministry of Finance

A comparison of projected MTEF 2019-2021 budget structure and those pronounced in the 2019 and 2020 budget speeches show that general public services function is the largest single budget item that crowds out other priority expenditures. General public services includes foreign and domestic debt repayments that account for at least 75% of the function.²⁸ The actual budget allocations for general public services was much higher for both 2019 and 2020 when compared to the 2019-2021 MTEF projections. For the period up to 2025, this particular function will increasingly crowd out other functions in view of the maturity of two Eurobonds totalling US\$1.75 billion (US\$750 million in 2022 and US\$1 billion in 2024).²⁹

²⁷ Zambia GDP annual growth rate for 2010 was recorded at 10.8%. Between 2011 and 2014, average annual GDP growth was 6.6%; and 3.2% between 2015 and 2019. As the economic crisis intensified from 2015 onwards, the projected annual GDP growth was revised downwards to about 4% over the 2019 – 2021 Medium Term Expenditure Framework period. The latest economic briefs by the Minister of Finance show that growth in 2019 was just 2% while that projected for 2020 has been revised downwards from 3.2% (as per 2020 Budget Speech) to about 2% in the wake of the adverse economic impact of COVID-19 pandemic. See <https://www.mof.gov.zm/economic-data/> and <https://www.mof.gov.zm/speeches-2/>. Accessed 29 March, 2020

²⁸ According to Ministry of Finance fiscal data, the Constituency Development Fund (CDF) that is part of the general public services budget and is rarely disbursed and often crowded out by debt service. CDF is meant to fund community projects in constituencies as determined by the community, their area member of parliament and the local council. It plays an important role in community development and, thereby, affects child labour situation especially in rural areas.

²⁹ See Blog on Zambia's repayment concerns after a decade of accumulating debt. <https://www.openzambia.com/economics-/2020/1/6/repayment-concerns-grow-after-decade-of-debt> Accessed 23 March 2020.

On health and education expenditures, table 7 above shows that the international budget allocation targets Zambia has agreed to will prove to be a major challenge. While the 2019 – 2021 MTEF projected allocations to health and education budgets were both lower than those allocated in the 2018 budget, the actual allocations in the 2019 and 2020 budgets were, respectively, much lower than the MTEF projections. From the UNCRC perspective of protecting child rights budget allocations under an economic crisis, the Zambian Government will seek cooperating partners' support to secure additional resources to close the funding gaps.

In addition to the budget restructuring efforts suggested above as the main source for NAP II programs funding, the Government will consider the following supplementary resources mobilization strategies:

- Seek both bilateral and multilateral cooperating partners' support towards NAP II implementation. In this regard, prioritize restoring the relationship with the International Monetary Fund (IMF) since it is a major precondition for securing such external support.³⁰
- Within the NAP II institutional framework, work with other non-governmental stakeholders and partners to commit to devote more of their own resources to the child labour programs that fall directly under their respective mandates.
- For private sector partners who are engaged in global value chains for which there are anti-child labour protocols (e.g., the mining, timber and agricultural (tobacco) industries), strengthening public private partnerships or increasing the corporate social responsibility budgets targeted at child labour elimination activities will be explored.

The major risks to the fiscal revenues and the resource mobilization strategy include the following:

- Volatility of the exchange rate of the kwacha against major currencies – the current rapid depreciation of the kwacha increases the cost of external debt service and the cost of imports given Zambia's high propensity to import.
- Steep rise in debt repayments over the next five years – i.e. the first US\$750 million Eurobond is due for repayment in 2022 and the second one of US\$1 billion is due for repayment in 2024. With Zambia's current external reserves at US\$1.45 billion (2.1 months of import cover) at end of December 2019, this presents a major macroeconomic stability risk.³¹
- High inflationary pressure that currently, at 16.6% at end of May 2020, is more than twice higher than the lower target range of 6 – 8 per cent per annum.³²
- Tight fiscal situation.

³⁰ The Minister of Finance in a Ministerial Statement on the state of the economy alluded to on-going government consultations with the IMF to define a working relationship that will determine the kind of support Zambia will receive from the Fund. See, Republic of Zambia, Ministry of Finance, 2020, *Ministerial Statement on the State of the Economy*, Hon. Dr. Bwalya K.E. Ng'andu, MP, Minister of Finance, p. 8. <https://www.mof.gov.zm/speeches-2/>. Accessed 29 March 2020.

³¹ *Ibid.* p. 5. In the same Ministerial Statement, the Minister of Finance also announced that Zambia's external debt stock had increased from US\$10.23 billion at the end of June 2019 to US\$11.2 billion at the end of December 2019. Government securities debt stock had increased from K60.3 billion to K80.2 billion over the same period; while that for domestic arrears, excluding VAT refunds, had also increased from K20.2 billion to K26.2 billion.

³² Zambia Statistical Agency, 2020, *The Monthly Bulletin May 2020*, p. 3. <https://www.zamstats.gov.zm/>. Accessed 22 June 2020.

- COVID-19 induced global recession characterized by collapse of commodity prices – i.e. copper prices fell from US\$6,165 per metric tonne at the beginning of 2020 to US\$4,754 per metric tonne on 25 March 2020.³³
- Trade dislocation arising from many countries in both Africa and elsewhere imposing lockdowns as a response to control the transmission of the Corona virus (COVID-19).
- The persistent downgrade of Zambia’s credit ratings from B+ and stable outlook on 22 March 2011 to CCC and negative outlook on 21 February 2020 by Standard and Poor’s. This rating reflects weaknesses in fiscal position and rapid increase in commercially oriented and expensive external debt that raise the risk of possible default.³⁴ Consequently, recourse to external borrowing will be both difficult and very expensive with such poor credit ratings.
- Zambia’s status as a low middle-income country that limits her prospects to access international debt on concessionary terms like the International Development Association (IDA) window of the World Bank Group.

While the Government will be the major financier of NAP II activities, other partners such as cooperating partners, civil society organizations and private sector entities with interest in the elimination of the worst forms of child labour will be approached for support. In view of the expected continuation of the fiscal constraints over the NAP II implementation period, recourse to other partners to support child labour programs will be expedited.

³³ Republic of Zambia, Ministry of Finance, 2020, *Statement by the Hon. Minister of Finance on the Impact of the Coronavirus (COVID-19) on the Zambia Economy*, March 2020, Lusaka, p. 4. <https://www.mof.gov.zm/speeches-2/>. Accessed 29 March 2020.

³⁴ <https://tradingeconomics.com/zambia/rating>. Accessed 29 March 2020.

9.0 CONCLUSION

Child labour, especially in its worst forms, has persisted in Zambia for some time. NAP II presents an opportunity to, progressively, close the gap between policy pronouncements and actual child labour elimination programmes on the ground. The various activities and programmes proposed in this National Action Plan are premised on institutional realignments to ensure cost-effectiveness, efficiency and impacts given the current adverse economic effects arising from the COVID19 pandemic.

Sustainable child labour elimination, especially in its worst forms, calls for a multi-stakeholder integrated approach that promote inter-institutional coordination and collaboration. The Government of the Republic of Zambia, its social partners and other cooperating partners are determined to progressively eliminate the worst forms of child labour by the SDGs Target 8.7 date of 2025. The Government is, however, fully aware of the macroeconomic stability and severe resources constraints challenges that will require adopting mitigation measures to ensure that the various child labour combating activities and initiatives are adequately resourced.

ANNEX 1: List of hazardous industry and occupations designated as hazardous

Industry

Mining and quarrying
Construction

Occupation

- Optical and electrical equipment operators
- Health associated professional
- Nursing midwife
- Protective services
- Forestry and related workers
- Fishery, hunters and trappers
- Miners, shot fires, stone cutters and carvers
- Building frame and related workers
- Building finishers
- Metal moulders, welders and related workers
- Blacksmith, tool makers and related workers
- Machinery mechanics and fitters
- Electrical, electronic equipment mechanical fitters
- Precision workers in metal
- Potters, glass makers and related workers
- Mining, mineral processing plant operators
- Metal processing plant operators
- Glass, ceramics and related plant operators
- Wood processing and paper making plant operators
- Power production, related plant operators
- Metal and mineral machine operators
- Chemical machine operators
- Rubber machine operators
- Wood products machine operators
- Textile, fur, leather machine operator
- Food machine operators
- Assemblers
- Other machine operators
- Motor vehicle drivers
- Agriculture, other mobile plant operator
- Ships' deck crew, related workers
- Street vendors and related workers
- Shoe cleaning, other street services
- Messengers, porters, doorkeepers
- Garbage collectors, related workers
- Agriculture fishery, related workers
- Mining and construction labourers
- Transport and freight handlers

Source: *International Programme on the Elimination of Child Labour (IPEC) - Geneva: ILO, 2013 (Adapted from NSA, 2018 Zambia Child Labour Report, p. 4)*